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108TH CONGRESS 2D SESSION

H.R.

To establish the Office of Wireless Public Safety Interoperable Communications, to provide grants and other support to achieve communications interoperability in the United States, and for other purposes.

## IN THE HOUSE OF REPRESENTATIVES

Mrs. Lowey introduced	the following bill;	which was	referred	to tl	nе
Committee on _					

## A BILL

To establish the Office of Wireless Public Safety Interoperable Communications, to provide grants and other support to achieve communications interoperability in the United States, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,



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## 1 SECTION 1. SHORT TITLE.

- 2 This Act may be cited as "Connecting the Operations
- 3 of National Networks of Emergency Communications
- 4 Technologies for First Responders Act of 2004".

## 5 SEC. 2. FINDINGS; PURPOSES.

- (a) FINDINGS.—Congress finds the following:
- 7 (1) Throughout the United States, public safety 8 agencies—law enforcement, firefighters, emergency 9 technicians, public health officials, and others—in 10 the same jurisdictions cannot now communicate ef-11 fectively with one another, with agencies in neigh-12 boring jurisdictions, or with other public safety 13 agencies at the Federal and State level, when re-14 sponding to emergencies or participating in major 15 deployment.
  - (2) The inability of public safety agencies in the United States to communicate with one another within and across jurisdictions and disciplines is a long-recognized and complex problem that threatens the public's safety and security and often results in unnecessary loss of lives and property.
  - (3) The lack of interoperability was at least partially responsible for the deaths of 343 fire-fighters in New York City on September 11, 2001, when police could not communicate effectively with firefighters prior to the collapse of the Twin Towers.



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1	(4) In the immediate aftermath of the Okla-
2	homa City bombing in 1995, studies showed that
3	emergency responders had to use runners to carry
4	messages from one command center to another be-
5	cause the responding agencies used different emer-
6	gency radio channels, different frequencies, and dif-
7	ferent radio systems.
8	(5) In Littleton, Colorado, 46 public safety
9	agencies responded to the shooting spree inside Col-
10	umbine High School in 1999. Precious minutes were
11	lost because command personnel were forced to send
12	runners to communicate crucial information. Incom-
13	patible radio communication systems were a signifi-
14	cant factor, according to the Columbine Review
15	Commission.
16	(6) There are more than 50,000 State and local
17	public safety agencies. Many of these agencies are
18	small or volunteer organizations with limited budg-
19	ets, and little or no engineering expertise. State and
20	local agencies consistently cite lack of funding as a
21	critical obstacle to interoperability.
22	(7) State and local budget crises have made
23	funding public safety communications even more dif-
24	ficult, and competition with other critical homeland

security needs, such as personnel, physical facilities,



protective gear, and ot	her kinds of equipment reduce
the available funding for	or mission-critical communica-
tions infrastructures an	nd equipment.

- (8) Funding is needed for all phases of the communications system life cycle: planning, system design and engineering, procurement and installation, operations and maintenance, and testing and technology development. There is clear need for a dedicated and consistent Federal funding source that is sufficient to finance comprehensive interoperable communications solutions. The role of Federal, State, and local governments and agencies in funding interoperable communications must be clear.
- (9) Achieving nationwide interoperability will require a significant financial commitment at all levels of government. In 1998, the Public Safety Wireless Network estimated that developing interoperable communications nationwide could cost \$18,000,000,000. According to the Office of Wireless Public Safety Interoperable Communications, the umbrella program in the Department of Homeland Security designed to lead and coordinate interoperability efforts that is commonly known as Project SAFECOM, that estimate is now outdated and includes only part of the total cost of upgrades.



	<u> </u>
1	(10) An Independent Task Force sponsored by
2	the Council on Foreign Relations stated that
3	"among other things, additional funds are des-
4	perately needed to foster interoperable commu-
5	nications systems for emergency responders across
6	the country so that those on the front lines can com-
7	municate with each other while at the scene of at-
8	tack". The Task Force recommended, "conserv-
9	atively", that \$6,800,000,000 over 5 years is needed
10	for interoperability as well as public alert and infor-
11	mation systems programs.
12	(11) Numerous Federal agencies provide infor-
13	mation or grants that can be used in the develop-
14	ment of interoperable communications systems.
15	However, without common guidance and standards,
16	funding and grants are often used in isolation of
17	broader, regional communications needs and capac-
18	ities. There is a need to better coordinate these dis-
19	parate grant programs, and to provide unified and
20	consistent leadership and funding from the Federal
21	Government.
22	(12) The partnership between the private and
23	public sectors has developed numerous solutions to
24	significantly improve communications interoper-

ability that can be implemented immediately. These



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1	solutions include deployable vehicles that contain
2	crosspatch capabilities that allow radio users on sep-
3	arate frequencies to talk to each other; communica-
4	tions system overlay software and hardware that
5	allow multiple disparate communications networks to
6	act as one network; and the Project 25 standard for
7	the manufacturing of interoperable digital two-way
8	wireless communications products.
9	(13) Current approaches to achieving commu-
10	nications interoperability are also hampered by the
11	fact that in many jurisdictions—
12	(A) the existing radio communications in-
13	frastructure is old and outdated;
14	(B) planning for interoperability is limited
15	and fragmented among multiple agencies;
16	(C) the necessary coordination and co-
17	operation within and among jurisdictions is dif-
18	ficult to achieve; and
19	(D) there is limited and fragmented
20	amount of radio spectrum available to public
21	safety organizations.
22	(14) The lack of universally recognized, fully
23	open, and implementable standards for public safety

agency needs has limited the cost efficiencies of



	·
1	interoperability, and has delayed the adoption of new
2	technologies by public safety agencies.
3	(15) Solutions can only be achieved through co-
4	operation among all levels of government and the
5	Federal Government, through the Department of
6	Homeland Security, must provide nationwide leader-
7	ship, coordination, and a substantial share of re-
8	sources necessary to purchase appropriate tech-
9	nologies and create seamless communications among
10	United States public safety agencies.
11	(16) In April 2004, the General Accounting Of-
12	fice found that in Project SAFECOM's 2 year his-
13	tory, the program has made very little progress in
14	addressing its overall objective of achieving national
15	wireless communications interoperability among first
16	responders and public safety systems at all levels of
17	government, principally due to—
18	(A) a lack of consistent executive commit-
19	ment and support; and
20	(B) an inadequate level of interagency col-
21	laboration.
22	(17) Project SAFECOM lacks the statutory au-
23	thority and dedicated resources necessary to coordi-

nate Federal programs or accomplish other tasks re-



1	quired to make the achievement of interoperability a
2	national priority, and a realistic goal for the Nation
3	(b) Purposes.—The purposes of this Act are to—
4	(1) require the Department of Homeland Secu-
5	rity to provide effective leadership, coordination, and
6	technical assistance for the purposes of enhancing
7	communications interoperability, and to establish
8	and implement a strategy to ensure the achievement
9	of communications interoperability for public safety
10	agencies throughout the United States;
11	(2) authorize appropriations for interoperable
12	communications grants to State and local govern-
13	ments and public safety agencies; and
14	(3) support the effective acquisition, installa-
15	tion, and maintenance of short-term and long-term
16	interoperable communications equipment for home-
17	land security at all levels of government.
18	SEC. 3. ESTABLISHMENT OF THE OFFICE OF WIRELESS
19	PUBLIC SAFETY INTEROPERABLE COMMU
20	NICATIONS.
21	(a) Amendment.—The Homeland Security Act of
22	2002 (6 U.S.C. 101 et seq.) is amended by adding after
23	section 313 the following:



1	"SEC. 314. OFFICE OF WIRELESS PUBLIC SAFETY INTER
2	OPERABLE COMMUNICATIONS.
3	"(a) Definitions.—In this section, the following
4	definitions shall apply:
5	"(1) Communications interoperability.—
6	The term 'communications interoperability' means
7	the ability of public safety service and support pro-
8	viders, including emergency response providers, to
9	communicate with other responding agencies and
10	Federal agencies if necessary, through information
11	technology systems and radio communications sys-
12	tems, and to exchange voice, data, or video with one
13	another on demand, in real time, as necessary.
14	"(2) DIRECTOR.—The term 'Director' means
15	the Director of Wireless Public Safety Interoperable
16	Communications.
17	"(3) Office.—The term 'Office' means the Of
18	fice of Wireless Public Safety Interoperable Commu-
19	nications established under subsection (c).
20	"(4) Public safety agencies.—The term
21	'public safety agencies' includes emergency response
22	providers and any other persons that the Secretary
23	determines must communicate effectively with one
24	another to respond to emergencies.
25	"(b) Sense of Congress Regarding Project
26	SAFECOM.—It is the Sense of Congress that—



	10
1	"(1) after more than 2 years, Project
2	SAFECOM has made very limited progress in ad-
3	dressing its overall objective of achieving commu-
4	nications interoperability among entities at all levels
5	of government;
6	"(2) a principal impediment to progress has
7	been the failure to effectively collaborate with, and
8	to obtain consistent funding from, other Federal
9	agencies involved with SAFECOM; and
10	"(3) in order to accelerate progress in achieving
11	communications interoperability among entities at
12	all levels of government, all Federal funding and
13	program management to achieve this goal should re-
14	side within the Department of Homeland Security.
15	"(c) Establishment.—
16	"(1) In General.—There is established the
17	Office of Wireless Public Safety Interoperable Com-
18	munications within the Directorate of Science and
19	Technology, which shall be headed by a Director of
20	Wireless Public Safety Interoperable Communica-
21	tions appointed by the Secretary.
22	"(2) Administration.—The Secretary shall
23	provide the Office with the resources and staff nec-
24	essary to carry out the purposes of this section, in-

cluding sufficient staff to provide support to each



1	State. Support under this paragraph shall include
2	outreach, coordination, and technical assistance.
3	"(3) Duties.—
4	"(A) TECHNICAL ASSISTANCE.—
5	"(i) Assistance through direc-
6	TOR.—The Secretary, acting through the
7	Director, shall—
8	"(I) provide leadership and co-
9	ordination among all other Federal
10	agencies that provide funding, re-
11	search, technology development, or
12	other support for communications
13	interoperability;
14	"(II) accelerate, in consultation
15	with other nationally recognized
16	standards organizations as appro-
17	priate, the development of national
18	voluntary consensus standards for
19	communications interoperability, in-
20	cluding the Project 25 standard, and
21	establish a schedule of milestones to
22	be achieved in developing such stand-
23	ards;
24	"(III) provide technical assist-
25	ance to Federal, State, and local gov-



1	ernments and public safety agencies
2	on planning, interoperability architec-
3	tures, acquisition strategies, and other
4	functions necessary to achieve commu-
5	nications interoperability;
6	"(IV) participate in the review
7	and final approval of funding for
8	grant applications for the purposes of
9	administering the grant program es-
10	tablished under section 430(e); and
11	"(V) provide direct technical as-
12	sistance to State and local govern-
13	ments and public safety agencies for
14	the purposes of administering the
15	grant program established under sec-
16	tion 430(e).
17	"(ii) Assistance by director and
18	UNDER SECRETARY FOR SCIENCE AND
19	TECHNOLOGY.—The Director, under the
20	direction of the Under Secretary for
21	Science and Technology, shall—
22	"(I) conduct and otherwise pro-
23	vide for research, development, test-
24	ing, and evaluation for public safety



1	communications technologies and
2	equipment;
3	"(II) evaluate and validate new
4	technology concepts, including systems
5	engineering and development, and
6	promote the deployment of advanced
7	broadband communications tech-
8	nologies; and
9	"(III) encourage the development
10	of flexible and open architectures and
11	standards, with appropriate levels of
12	security, for short-term and long-term
13	solutions to interoperability.
14	"(B) Outreach and coordination.—
15	The Secretary, acting through both the Director
16	and the Office of State and Local Government
17	Coordination established under section 801,
18	shall take such steps as are necessary to enable
19	public safety agencies to achieve more effective
20	and efficient interoperable communications, and
21	shall collaborate with other Federal agencies,
22	the leadership of public safety agencies, and
23	State and local governments to—
24	"(i) develop and maintain a task force
25	that represents the broad customer base of



1	State and local public safety agencies, as
2	well as Federal agencies, involved in public
3	safety agency disciplines, in order to re-
4	ceive input and coordinate efforts to
5	achieve communications interoperability;
6	"(ii) develop and implement a national
7	strategy to achieve communications inter-
8	operability;
9	"(iii) facilitate collaborative planning
10	and partnerships among local, State, and
11	Federal government agencies;
12	"(iv) coordinate, execute, and align all
13	Federal public safety wireless communica-
14	tions activities, to include the development
15	of common guidance for grant programs,
16	and any programs conducting demonstra-
17	tion projects, technical assistance, out-
18	reach, testing and evaluation, or research
19	and development to enhance public safety
20	wireless communications and interoper-
21	ability;
22	"(v) share best practices, and provide
23	outreach and coordination to State and
24	local governments and public safety agen-

cies, to implement short-term and long-



1	term solutions to achieve communications
2	interoperability, and to include commer-
3	cially available equipment that facilitates
4	interoperability, coordination, and integra-
5	tion among existing emergency commu-
6	nications systems;
7	"(vi) identify and work to overcome
8	the political, institutional, and geographic
9	barriers within the public safety commu-
10	nity that can impede interoperability
11	among public safety agencies, including
12	among Federal agencies;
13	"(vii) develop appropriate perform-
14	ance measures and systematically measure
15	the Nation's progress towards interoper-
16	ability; and
17	"(viii) monitor the availability of, and
18	make recommendations to Congress to ad-
19	dress problems associated with the avail-
20	ability and more efficient use of, radio
21	spectrum for public safety.
22	"(d) National Strategy.—
23	"(1) In General.—The Secretary, acting
24	through the Director, shall, in cooperation with

State and local governments, Federal agencies, pub-



1	lic safety agencies, the private sector, and the task
2	force established under subsection (c)(3)(B)(i), de-
3	velop a national strategy to achieve communications
4	interoperability, which shall—
5	"(A) provide for the development of na-
6	tional voluntary standards for the purchase and
7	use by public safety agencies of interoperable
8	communications equipment and technologies;
9	"(B) identify the appropriate interoperable
10	communications capabilities necessary for Fed-
11	eral, State, and local public safety agencies to
12	adequately protect the people of the United
13	States;
14	"(C) address both short-term and long-
15	term solutions to achieving Federal, State and
16	local communications interoperability, including
17	provision of commercially available equipment
18	that facilitates interoperability, coordination,
19	and integration among existing emergency com-
20	munications systems;
21	"(D) identify how the Federal Government
22	can work effectively with State and local gov-
23	ernments, public safety agencies in all States,
24	and such other entities as are necessary to im-

plement the strategy;



1	"(E) include measures to identify and
2	overcome all obstacles to achieving interoper-
3	ability; and
4	"(F) set goals and establish time frames
5	for the achievement of communications inter-
6	operability across the United States, and de-
7	velop performance measures to determine
8	whether these goals are being met.
9	"(2) Report.—Not later than 6 months after
10	the date of enactment of the Connecting the Oper-
11	ations of National Networks of Emergency Commu-
12	nications Technologies for First Responders Act of
13	2004, and each year thereafter, the Secretary shall
14	submit a report to the Congress—
15	"(A) detailing the progress of the Depart-
16	ment in carrying out the purposes of this sec-
17	tion;
18	"(B) detailing the progress in achieving
19	communications interoperability; and
20	"(C) making any recommendations nec-
21	essary to expedite the fulfillment of the pur-
22	poses of this section.
23	"(e) Authorization of Appropriations.—There
24	are authorized to be appropriated to the Secretary
25	\$50,000,000 for fiscal year 2005, and such sums as are



1	necessary each fiscal year thereafter, for the operations
2	of the Office, and for other entities within the Department
3	whose activities facilitate the purposes of the Connecting
4	the Operations of National Networks of Emergency Com-
5	munications Technologies for First Responders Act of
6	2004.".
7	(b) Technical and Conforming Amendment.—
8	The table of contents in section 1(b) of the Homeland Se-
9	curity Act of 2002 (6 U.S.C. 101) is amended by inserting
10	after the item relating to section 313 the following:
	"314. Office of Wireless Public Safety Interoperable Communications.".
11	SEC. 4. INTEROPERABLE COMMUNICATIONS TECHNOLOGY
12	GRANT PROGRAM.
13	Section 430 of the Homeland Security Act of 2002
13 14	Section 430 of the Homeland Security Act of 2002 (6 U.S.C. 238) is amended by adding at the end the fol-
	·
14	(6 U.S.C. 238) is amended by adding at the end the fol-
14 15	(6 U.S.C. 238) is amended by adding at the end the following:
14 15 16 17	(6 U.S.C. 238) is amended by adding at the end the following:  "(e) Interoperable Communications Grants.—
14 15 16	(6 U.S.C. 238) is amended by adding at the end the following:  "(e) Interoperable Communications Grants.—  "(1) Definitions.—In this subsection, the fol-
14 15 16 17	(6 U.S.C. 238) is amended by adding at the end the following:  "(e) Interoperable Communications Grants.—  "(1) Definitions.—In this subsection, the following definitions shall apply:
14 15 16 17 18	(6 U.S.C. 238) is amended by adding at the end the following:  "(e) Interoperable Communications Grants.—  "(1) Definitions.—In this subsection, the following definitions shall apply:  "(A) Communications interoperations.—Interoperations.  "Interoperation of the Interoperation of In
14 15 16 17 18 19 20	(6 U.S.C. 238) is amended by adding at the end the following:  "(e) Interoperable Communications Grants.—  "(1) Definitions.—In this subsection, the following definitions shall apply:  "(A) Communications interoperability.—The term 'communications interoperability.—The term 'communications interoperability.
14 15 16 17 18 19 20	(6 U.S.C. 238) is amended by adding at the end the following:  "(e) Interoperable Communications Grants.—  "(1) Definitions.—In this subsection, the following definitions shall apply:  "(A) Communications Interoperability' means the ability of public safety service

essary, through information technology systems



1	and radio communications systems, and to ex-
2	change voice, data, or video with one another on
3	demand, in real time, as necessary.
4	"(B) ELIGIBLE STATE.—The term 'eligible
5	State' means a State that—
6	"(i) has submitted a plan under para-
7	graph (4); and
8	"(ii) the Secretary determines has not
9	achieved adequate statewide communica-
10	tions interoperability.
11	"(C) Public safety agencies.—The
12	term 'public safety agencies' includes emergency
13	response providers and any other persons that
14	the Secretary determines must communicate ef-
15	fectively with one another to respond to emer-
16	gencies.
17	"(2) IN GENERAL.—The Secretary shall—
18	"(A) make grants on a competitive basis
19	directly to local governments (including a con-
20	sortium of local governments) and public safety
21	agencies within eligible States, in consultation
22	with the chief executives of the State or States,
23	for the purpose of assisting in the development
24	of interoperable communications systems at any
25	stage, including—



1	"(i) planning, system design, and en-
2	gineering;
3	"(ii) procurement and installation of
4	equipment;
5	"(iii) operations and maintenance of
6	equipment; and
7	"(iv) testing and technology develop-
8	ment; and
9	"(B) make grants to eligible States for ini-
10	tiatives necessary to achieve communications
11	interoperability within each State, including—
12	"(i) statewide communications plan-
13	$\operatorname{ning};$
14	"(ii) system design and engineering;
15	"(iii) procurement and installation of
16	equipment;
17	"(iv) operations and maintenance of
18	equipment; and
19	"(v) testing and technology develop-
20	ment initiatives.
21	"(3) Coordination.—
22	"(A) IN GENERAL.—The Secretary shall
23	ensure that grants administered under this sub-
24	section are coordinated with the activities of
25	other entities of the Department and other Fed-



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1	eral entities so that grants awarded under this
2	subsection, and other grant programs related to
3	homeland security, facilitate the achievement of
4	the strategy developed under section 314(c),
5	and the purposes of the Connecting the Oper-
6	ations of National Networks of Emergency
7	Communications Technologies for First Re-
8	sponders Act of 2004.
9	"(B) Relationship to existing grant
10	PROGRAMS.—Nothing in this Act shall provide
11	for the combination of grant funds among the
12	grant program established under this subsection
13	and any other grant programs administered by
14	the Department of Homeland Security, includ-
15	ing the State Homeland Security Grant Pro-
16	gram of the Department, or any successor to
17	such grant program, and the Urban Area Secu-
18	rity Initiative of the Department, or any suc-
19	cessor to such grant program.
20	"(4) Eligibility.—
21	"(A) Submission of Plan.—To be eligi-
22	ble to receive a grant under this subsection



each eligible State, or local governments or public safety agencies within an eligible State or

23

1	States, shall submit a communications inter-
2	operability plan to the Secretary that—
3	"(i) addresses any stage of the devel-
4	opment of interoperable communications
5	systems, including planning, system design
6	and engineering, procurement and installa-
7	tion, operations and maintenance, and test-
8	ing and technology development;
9	"(ii) if the applicant is not a State,
10	includes a description of how the applicant
11	addresses the goals specified in any appli-
12	cable State plan or plans submitted under
13	this section; and
14	"(iii) is approved by the Secretary.
15	"(B) Incorporation and consist-
16	ENCY.—A plan submitted under subparagraph
17	(A) may be part of, and shall be consistent
18	with, any other homeland security plans re-
19	quired of the submitting party by the Depart-
20	ment.
21	"(5) Award of grants.—
22	"(A) Considerations.—In approving
23	plans and awarding grants under this sub-

section, the Secretary shall consider—



1	"(i) the nature of the threat to the eli-
2	gible State or local jurisdiction;
3	"(ii) the location, risk, or vulnerability
4	of critical infrastructure and key national
5	assets;
6	"(iii) the number, as well as the den-
7	sity, of persons who will be served by inter-
8	operable communications systems;
9	"(iv) the extent of the partnerships,
10	existing or planned, established between
11	local jurisdictions and agencies partici-
12	pating in the development of interoperable
13	communications systems, and their coordi-
14	nation with Federal and State agencies;
15	"(v) the level of communications
16	interoperability already achieved by the ju-
17	risdictions;
18	"(vi) the extent to which the commu-
19	nications interoperability plan submitted
20	under paragraph (4) adequately addresses
21	steps necessary to implement short-term or
22	long-term solutions to communications
23	interoperability;
24	"(vii) the extent to which eligible
25	States and local governments, in light of



1	their financial capability, demonstrate their
2	commitment to expeditiously achieving
3	communications interoperability by
4	supplementing Federal funds with non-
5	Federal funds;
6	"(viii) the extent to which grants will
7	expedite the achievement of interoperability
8	in the relevant jurisdiction with Federal,
9	State, and local agencies; and
10	"(ix) the extent to which grants will
11	be utilized to implement advanced commu-
12	nications technologies to promote inter-
13	operability.
14	"(B) Cost sharing.—
15	"(i) IN GENERAL.—The Federal share
16	of the costs of an activity carried out with
17	a grant to an applicant awarded under this
18	section shall not exceed 75 percent.
19	"(ii) In-kind matching.—Each re-
20	cipient of a covered grant may meet the
21	matching requirement under clause (i) by
22	making in-kind contributions of goods or
23	services that are directly linked with the
24	purpose for which the grant is made, in-

cluding personnel overtime, contractor



1	services, administrative costs, equipment
2	fuel and maintenance, and rental space.
3	"(6) Reimbursement.—
4	"(A) In general.—Unless otherwise re-
5	quested by the recipient of a grant under this
6	subsection, grants shall not be awarded to reim-
7	burse the recipient for prior expenditures re-
8	lated to achieving communications interoper-
9	ability.
10	"(B) Exception.—The Secretary shall re-
11	imburse public safety agencies directly for costs
12	incurred for expenditures related to achieving
13	communications interoperability, if—
14	"(i) the public safety agency expended
15	funds after September 11, 2001, and be-
16	fore the date of enactment of this sub-
17	section; and
18	"(ii) such expenditures are consistent
19	with and supportive of the communications
20	interoperability plan approved by the Sec-
21	retary under paragraph (4)(A)(iii).
22	"(C) TERMINATION OF AUTHORITY.—The
23	authority of the Secretary under subparagraph
24	(B) shall terminate one year after the date on



1	which the Department of Homeland Security
2	first allocates grant funds for this program.
3	"(7) Authorization of appropriations.—
4	There are authorized to be appropriated to the Sec-
5	retary $$500,000,000$ for fiscal year $2005$ ,
6	750,000,000 for fiscal year 2006, $1,000,000,000$
7	for fiscal year 2007, \$1,250,000,000 for fiscal year
8	2008, \$1,500,000,000 for fiscal year $2009$ , and such
9	sums as are necessary each fiscal year thereafter, to
10	carry out the purposes of this subsection.".

